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SUBJECT: ATLANTIC SALMON

REFS: STATE 11575, COPENHAGEN 217, ET AL

1. THERE FOLLOWS RESPONSE WE PROPOSE GIVE DANISH AMBASSA-
DOR TUESDAY MARCH 26 TO HIS PRESENTATION OF JANUARY 18:

QTE THE DEPARTMENT OF STATE REFERS TO THE COMMUNICATION
OF THE DANISH EMBASSY OF JANUARY 18, 1974 CONCERNING THE
SALMON FISHERY OFF GREENLAND. THIS MATTER HAS BEEN GIVEN
INTENSIVE STUDY BY THE CONCERNED AGENCIES, AND THE CON-
CLUSION HAS BEEN THAT THE UNITED STATES COULD NOT SUPPORT
AN INCREASE IN THE GREENLAND SALMON QUOTA AT THE 1974
ANNUAL MEETING OF THE INTERNATIONAL COMMISSION FOR THE
NORTHWEST ATLANTIC FISHERIES (ICNAF).

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THE UNITED STATES IS CONCERNED THAT THE 1973 CATCH BY THE LOCAL GREENLAND FISHERMEN AGAIN EXCEEDED THE AGREED LEVEL, AND BY A SIGNIFICANTLY LARGER AMOUNT THAN IN 1972. THE 1973 OVERAGE AMOUNTED TO SOME 43 PERCENT. OUR CONCERN ABOUT THE 1972 OVER-QUOTA CATCH OF 20 PERCENT WAS MADE KNOWN TO THE DANISH EMBASSY IN MARCH 1973. WHILE IT IS POSSIBLE THAT THERE WERE PROBLEMS ASSOCIATED WITH THE INTRODUCTION OF THE NEW MANAGEMENT REGIME SO LATE IN 1972 THAT PRACTICAL ASPECTS PRECLUDED A STRICT

ADHERENCE TO THE QUOTA FOR THAT YEAR, THE UNITED STATES CONSIDERS THAT THE CONTINUATION OF THIS SITUATION IN 1973 COUPLED WITH A VERY LARGE INCREASE CONSTITUTES A VIOLATION OF THE ICNAF REGULATION AND IS NOT IN ACCORD WITH THE BILATERAL UNDERSTANDINGS REACHED AT THE MEETING IN WASHINGTON OF FEBRUARY 1972. ACCORDINGLY, THE UNITED STATES EXPECTS THAT THE GOVERNMENT OF DENMARK WILL TAKE ALL APPROPRIATE STEPS TO ENSURE THAT THE QUOTA AGREEMENT IS STRICTLY ADHERED TO IN 1974 AND THEREAFTER.

THE UNITED STATES DOES NOT CONSIDER THAT IT WOULD BE APPROPRIATE TO CONDUCT A REVIEW OF THE STATUS OF THE SALMON STOCKS AT THE 1974 ICNAF MEETING WITH A VIEW TO INCREASING THE GREENLAND QUOTA. IT WAS THE UNDERSTANDING OF THE UNITED STATES THAT THE REVIEW CLAUSE OF THE ICNAF REGULATION AND THE AGREED MINUTES OF FEBRUARY 5, 1972 WAS INTENDED TO PERMIT SUCH A REVIEW AFTER THE PHASE-OUT PERIOD, I.E. IN 1976 OR EARLY 1977, WITH A VIEW TO POSSIBLE MODIFICATION OF THE GREENLAND QUOTA BASED ON THE CHANGES IN THE SITUATION THAT MAY OCCUR AS A RESULT OF THE PHASE-OUT AND CESSATION OF THE HIGH SEAS FISHERY.

MOREOVER, SIGNIFICANT RECENT INVESTMENTS HAVE BEEN MADE IN THE CONSERVATION AND RESTORATION OF THE SALMON STOCKS IN THE UNITED STATES AND CANADA, IN LARGE PART ON THE BASIS OF THE 1972 AGREEMENT. THE 1972 AND 1973 OVERAGES AND THE THOUGHT OF INCREASES IN THE QUOTA DURING THE FIVE YEAR PERIOD CALL INTO QUESTION THESE INVESTMENTS AND THE INTEGRITY OF THE AGREEMENT ON WHICH THEY WERE BASED.

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THE UNITED STATES CONSIDERS THAT ADDITIONAL SCIENTIFIC EVIDENCE AVAILABLE SINCE THE 1972 AGREEMENT ALSO DOES NOT WARRANT ANY INCREASE IN THE WEST GREENLAND SALMON FISHERY. THE INCREASED HOME WATER CATCHES ON SALMON IN 1973 CAN NOT BE TAKEN IN ISOLATION TO JUSTIFY AN INCREASE, NOR CAN THEY JUSTIFY AN INCREASE WHEN TAKEN IN CONNECTION WITH RECENT HISTORY. IN THIS CONNECTION IT IS NOTED THAT THE ICES-ICNAF JOINT WORKING PARTY ON ATLANTIC SAL-

MON, WHICH MET IN COPENHAGEN MARCH 11-15, 1974, REPORTED THAT THE CATCH PER UNIT EFFORT DURING 1973 WAS LOWER THAN THAT DURING 1971 AND 1972 AND ALSO POSSIBLY LOWER THAN THAT IN 1970, BEARING IN MIND THE INCREASED FISHING EFFICIENCY OF GEAR USED IN 1973, IN SPITE OF THE INCREASED CATCH IN 1973. MOREOVER, ADDITIONAL SCIENTIFIC EVIDENCE POINTS OUT THE UNEVEN DISTRIBUTION OF THE VARIOUS SALMON STOCKS IN THE WEST GREENLAND AREA, GIVING RISE TO FURTHER FEARS THAT STOCKS WHICH ARE IN PARTICULAR NEED OF PROTECTION, SUCH AS THOSE FROM THE MARITIMES AND QUEBEC, ARE

BEING SUBJECTED TO EVEN MORE EXCESSIVE EXPLOITATION. THIS IS PARTICULARLY VEXING IN LIGHT OF THE VERY LOW LEVELS OF SPAWNING ESCAPEMENTS INTO THE MIRAMICHI, RESTIGOUCHE, AND ST. JOHN RIVER SYSTEMS IN SPITE ON THE SEVERE RESTRICTIONS ON FISHING IMPOSED BY THE GOVERNMENT OF CANADA. IN FACT, WE BELIEVE THAT THIS SITUATION MAY WARRANT A DECREASE IN THE WEST GREENLAND CATCH.

WITH REGARD TO THE QUOTA FOR THE LOCAL GREENLAND FISHERMEN ESTABLISHED IN 1972, IT WAS OUR UNDERSTANDING THAT THE NEGOTIATORS AGREED IN FEBRUARY THAT 1,100 TONS WAS TO BE THE CATCH LIMIT, AND THAT IT WAS SUPPOSED TO REPRESENT ONLY A VERY ROUGH APPROXIMATION OF THE 1964 THROUGH 1971 CATCHES. IT WAS ALSO THE UNDERSTANDING OF THE UNITED STATES THAT THIS CONTINUED TO BE THE INTENT WHEN THE 1,100 TON FIGURE WAS INCORPORATED IN THE ICNAF REGULATION AT THE BEHEST OF BOTH DENMARK AND THE UNITED STATES. THUS, THE UNITED STATES DOES NOT SEE THAT A RE-EXAMINATION OF THE HISTORIC CATCHES SHOULD IN ANY WAY ALTER THE 1,100 FIGURE. NEVERTHELESS, WE ARE PREPARED TO CONSIDER ANY NEW EVIDENCE WHICH MAY BE SUBMITTED CONCERNING THE TRUE CATCH OF THE BASE PERIOD.

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FINALLY, THE UNITED STATES HAS NOTED WITH CONCERN THAT THE GOVERNMENT OF DENMARK HAS CONTINUED TO HOLD STEDFAST TO A HIGH SEAS SALMON FISHERY IN THE REGION UNDER THE NORTH-EAST ATLANTIC FISHERIES COMMISSION (NEAFC) IN SPITE OF THE AGREEMENT IN ICNAF TO TERMINATE SUCH FISHING AND THE NEAR UNIVERSAL AGREEMENT IN NEAFC TO TERMINATE SUCH FISHING BY DECEMBER 31, 1975. CONSIDERING THE WELL-KNOWN POSITION OF THE UNITED STATES WITH REGARD TO HIGH SEAS FISHING FOR ANADROMOUS FISH, WHICH PRINCIPLE IS DEEPLY HELD, IT IS HOPED THAT THE GOVERNMENT OF DENMARK WILL RECONSIDER ITS OBJECTION TO THE NEAFC REGULATION ADOPTED IN 1973 AND NOW BINDING ON MOST MEMBERS OF THAT ORGANIZATION. UNQTE

2. IN DELIVERY WE INTEND EMPHASIZE (A) OUR CONTINUING SCIENTIFIC POSITION, (B) EXTREMELY ADVERSE POLITICAL REACTION IN OUR CONFIDENTIAL CONSULTATIONS WITH INTERESTED PUBLIC, (C) THAT ISSUE IS SEPARATE ONE NOT CONNECTED TO OTHER POLITICAL ISSUES WHICH EXIST OR MAY ARISE BETWEEN US AND DENMARK, AND (D) NEED ENFORCE AGREED QUOTA.

3. RESPONSE WILL THUS ALLOW THEM TOUGH FIGHT ON INCREASE OF BASE CATCH TO 1200 TONS MENTIONED BY AMBASSADOR JANUARY 18 (WITHOUT COMMITTING US) BUT ALMOST HOPELESS OUTLOOK FOR US AGREEMENT TO ANY SIGNIFICANT INCREASE. FYI WE WILL MAINTAIN SOME FLEXIBILITY TO APPROACH SITUATION IN ICNAF

MEETING, HOWEVER, DEPENDING ON COURSE OF ACTION DANES FOLLOW AND AMOUNT OF SUPPORT, IF ANY, THEY MAY ENGENDER, INCLUDING POSSIBILITY OF SOME LIMITED INCREASE IF WE CAN GAIN THEREBY, AS FOR EXAMPLE IN STRENGTHENING OUR POSITION ON ANADROMOUS FISH BY COMPLETING AGREEMENT ON HIGH SEAS FISHING BAN THROUGHOUT ENTIRE NORTH ATLANTIC. IN EVENT DANES APPEAR TO BE GAINING TWO-THIRDS ICNAF MAJORITY TO OVER-RIDE OUR OPPOSITION, WE WILL SERIOUSLY CONSIDER MAKING DANES AT LEAST PAY SOMETHING FOR IT BY ATTEMPTING TO BLOCK INCREASE BY APPEALING TO SOME W
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